

Message Text

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EXDIS

E.O. 11652: GDS

TAGS: PGOV, PEPR, CY

SUBJECT: POSSIBLE FIVE-POWER INITIATIVE ON CYPRUS

1. ON INSTRUCTIONS, UK EMBOFF (PIKE) CALLED ON DEPARTMENT
COUNSELOR NIMETZ JULY 24 TO CONVEY BRITISH SUGGESTIONS FOR
PROCEEDING WITH FIVE-POWER (UK, US, FRANCE, FRG, CANADA)
INITIATIVE ON CYPRUS. PIKE RECALLED DISCUSSION OF THIS
SUBJECT AMONG FOREIGN MINISTERS DURING BONN SUMMIT ON JULY

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16 AND QUADRIPARTITE BREAKFAST ON JULY 17, AND NOTED THAT
FOREIGN SECRETARY OWEN HAD VOLUNTEERED TO CIRCULATE A
BRITISH PAPER TO HIS COLLEAGUES.

2. BRITISH FEELING WAS THAT THE INITIATIVE SHOULD BE UNDER-
TAKEN SOON AFTER CONGRESSIONAL VOTES ON TURKISH ARMS EM-
BARGO, BEFORE ATTITUDES HARDENED ONCE AGAIN AND IN ADVANCE

OF ANY UNHELPFUL ACTION BY KYPRIANOU IN THE SECURITY COUNCIL. FOREIGN SECRETARY OWEN'S IDEA WOULD BE TO CIRCULATE TO THE OTHER MEMBERS OF THE FIVE A PAPER EMBODYING A FRAMEWORK CYPRUS SETTLEMENT; THERE COULD THEN BE DISCUSSION AMONG EXPERTS OF THE FIVE LEADING TO ESTABLISHMENT OF A CONTACT GROUP (PERHAPS IN NICOSIA) WITH A VIEW TO PUTTING THE FRAMEWORK TO THE PARTIES AND INVITING THE SECRETARY GENERAL TO CONVENE TALKS. IN VIEW OF PREVIOUS COOPERATION BETWEEN THE FCO AND THE DEPARTMENT ON THE SUBSTANCE OF THE

CYPRUS ISSUE, OWEN WANTED TO CONSULT WITH US ON THIS PLAN OF ACTION BEFORE BRINGING IN THE OTHER THREE. HE EMPHASIZED, HOWEVER, THE NEED TO MOVE QUICKLY.

3. PIKE HANDED OVER A SERIES OF BRITISH PAPERS ON BOTH THE CONSTITUTIONAL AND TERRITORIAL FACETS OF THE PROBLEM, NOTING THAT THESE HAD BEEN DRAFTED ON THE BASIS OF US-UK DISCUSSIONS IN 1977 WITH CERTAIN REVISIONS TO TAKE INTO ACCOUNT RECENT DEVELOPMENTS. PRELIMINARY BRITISH THINKING WAS THAT TWO OF THESE PAPERS--ONE BRIEFLY OUTLINING CONSTITUTIONAL ARRANGEMENTS AND A SECOND DEFINING A 28 PERCENT TERRITORIAL SOLUTION--MIGHT BE USED AS BACKGROUND IN FUTURE DISCUSSIONS AMONG THE FIVE AND THE PARTIES, AND COULD, TOGETHER WITH THE MAKARIOS-DENKTASH PRINCIPLES, CONSTITUTE A BASIS FOR RENEWED NEGOTIATIONS. THE UK WISHED TO CIRCULATE THESE TWO PAPERS TO THE FRENCH,
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GERMANS AND CANADIANS AS SOON AS POSSIBLE WITH A VIEW TO DISCUSSING THEM AT AN EARLY DATE. IN THE COURSE OF THESE DISCUSSIONS, VERSIONS OF THE OTHER PAPERS (WHICH CONTAIN MORE SPECIFIC IDEAS ON MINISTERIAL STRUCTURE AND FUNCTIONS, THE JUDICIAL SYSTEM, A BILL OF RIGHTS, ETC.) COULD BE CIRCULATED. PIKE SAID THAT THE FCO WOULD WELCOME DEPARTMENT COMMENTS ON THIS PLAN OF ACTION, AND WOULD IN THE MEANTIME BE LOOKING INTO A POSSIBLE PUBLIC ANNOUNCEMENT AND FUTURE OPERATING PROCEDURES.

4. NIMETZ SAID THAT WE WELCOMED THIS OPPORTUNITY FOR CONSULTATIONS ON HOW BEST TO PROCEED WITH A NEW INITIATIVE ON CYPRUS. WE WOULD STUDY THE BRITISH SUGGESTIONS CLOSELY, BUT FELT THAT THERE WERE STILL MANY QUESTIONS TO BE ANSWERED REGARDING BOTH TIMING AND THE MOST APPROPRIATE MECHANISM TO ADOPT. WE AGREED THAT THE FIRST SUBSTANTIVE STEP SHOULD BE THOROUGH DISCUSSION AMONG THE EXPERTS OF THE FIVE, PRECEDED BY CIRCULATION OF PAPERS THAT HAD BEEN SEPARATELY OR JOINTLY DRAFTED IN THE PAST YEAR OR SO. (OUR VOLUNTEERING OUR PAPERS TO THE FRENCH, THE GERMANS AND CANADIANS WOULD PERHAPS PERSUADE THE FIRST TWO TO RECIPROCATATE WITH PAPERS WHICH WE UNDERSTAND THEY WORKED

ON IN 1977.) OUR OWN THINKING WAS THAT A MEETING AT THE OFFICIAL LEVEL COULD BE HELD DURING THE SECOND WEEK OF SEPTEMBER EITHER IN LONDON OR IN WASHINGTON. GIVEN POSSIBLE GOC RESORT TO THE SECURITY COUNCIL AT ABOUT THAT TIME, WASHINGTON MIGHT BE THE MORE CONVENIENT VENUE. WE WERE ALSO SOMEWHAT CONCERNED THAT ANY ACTIVITY IN NICOSIA COULD LEAK AND THAT IT WOULD BE BETTER FOR THE TIME BEING TO CENTER ACTIVITIES AWAY FROM THE ISLAND. IN GENERAL, WE FELT STRONGLY THAT NO PUBLICITY SHOULD BE GIVEN TO ANY FIVE-POWER EFFORT AT THIS STAGE.

NIMETZ ADDED THAT OUR PREFERENCE WAS THAT THIS NEW INITIATIVE BE HANDLED TO THE EXTENT POSSIBLE OUTSIDE THE SECURITY COUNCIL FRAMEWORK. WE WOULD SEE OUR MUTUAL EFFORTS AS
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DESIGNED TO SUPPLEMENT THE INTERCOMMUNAL TALKS AND HOPEFULLY TO PROVIDE A BASIS ON WHICH THEY COULD BE RECONVENED. BUT WE WOULD NOT WANT OUR INITIATIVE TO BECOME EMBROILED IN ANY RECOURSE THE GOC MIGHT MAKE TO THE SECURITY COUNCIL FOR IMPLEMENTATION OF U.N. RESOLUTIONS. WE FELT IN GENERAL THAT THE SECURITY COUNCIL AS SUCH WAS NOT THE APPROPRIATE FORUM TO TAKE ACTION ON THE CYPRUS ISSUE, BUT WOULD ONLY TEND TO DIMINISH THE VALUE OF THE INTERCOMMUNAL PROCESS. MOREOVER, WE WOULD PROBABLY WANT THE GERMANS AND THE CANADIANS TO CONTINUE WORKING WITH US AFTER THEY LEFT THE SECURITY COUNCIL IN DECEMBER; THERE WAS NO WAY OF KNOWING WHETHER THEIR REPLACEMENTS ON THE COUNCIL WOULD BE INTERESTED IN THE CYPRUS ISSUE OR WOULD WANT TO PLAY AN ACTIVE ROLE. EACH OF THE PRESENT FIVE HAD AN ACTIVE INTEREST IN CYPRUS AND A PARTICULAR REASON TO BE INVOLVED IN THE ISSUE (THE FRG AND FRANCE AS PRESENT AND FUTURE PRESIDENTS OF THE EC AS WELL AS WAVING SPECIAL LINKS TO TURKEY AND GREECE RESPECTIVELY; THE UK FOR HISTORICAL AND --- OTHER REASONS; AND CANADA BECAUSE OF UNFICYP). NIMETZ STRESSED THAT SECRETARY HAD WELCOMED OWEN'S INITIATIVE AND WE LOOKED FORWARD TO WORKING CLOSELY ON CYPRUS WITH BRITISH AND OTHERS.

6. NIMETZ UNDERTOOK TO TALK FURTHER WITH THE BRITISH EMBASSY AS SOON AS POSSIBLE. CHRISTOPHER

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